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ABSTRACT

This final Kellogg Commission report urges a renewal of the covenant between state universities and colleges and the public they serve. The report calls for a new kind of public institution, one that is both a first-rate student university and a first-rate research university, that provides access to a diverse student population, reaches out to engage the larger community, and provides opportunities for lifelong learning. The Commission sees a national commitment to public education as: equal educational opportunity; excellence in undergraduate, graduate, and professional curricula; learning environments that meet civic needs; graduate education informed by scholarship and responsive to public needs; institutional resources brought to bear on community problems; data systems that allow periodic assessment of progress toward goals; and on-going monitoring of the report recommendations. The report also sets out the public's responsibilities, urging enactment of new legislation that would help public universities create partnerships with public schools and revitalize K-12 education, as well as harness new telecommunications technologies to create a national learning society. It urges federal tax policy that encourages more private-sector partnerships with universities for joint research and educational activities and reminds states of their historic role of providing the major share of funding for public education. (CH)

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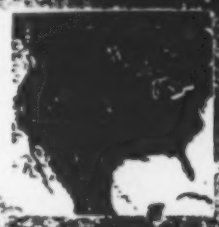
SIXTH REPORT

RENEWING THE COVENANT

Learning, Discovery, and Engagement in a New Age and Different World



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Kellogg Commission
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An Open Letter to the Friends
of American Public Higher Education

RENEWING THE COVENANT

Learning, Discovery, and Engagement in a New Age and Different World

"I would have learning more widely disseminated," said Justin S. Morrill, the Vermont legislator and author of the land-grant movement.

We have disseminated it.

Our institutions should be "the public's universities," in the words of Abraham Lincoln, one of the fathers of public higher education.

They have been.

The ideals of Morrill and Lincoln beckon us still.

KELLOGG COMMISSION ON THE
FUTURE OF STATE AND LAND-GRANT UNIVERSITIES

MARCH 2000

National Association
of State Universities and
Land-Grant Colleges

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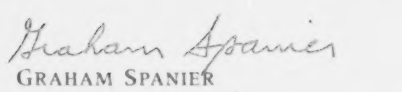
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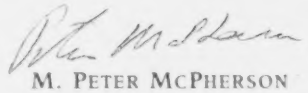
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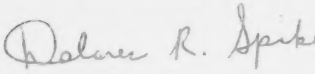
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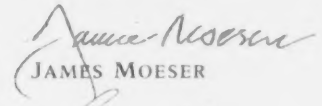
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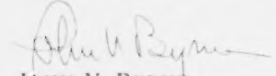
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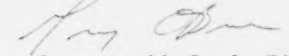
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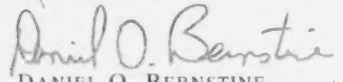
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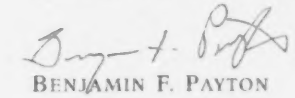
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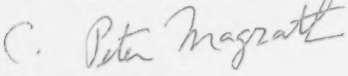
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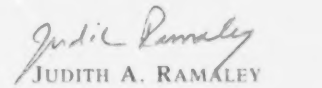
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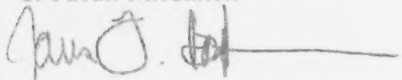
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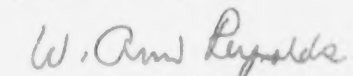
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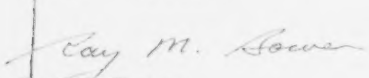
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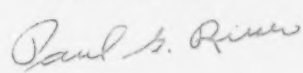
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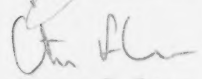
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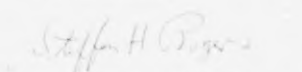
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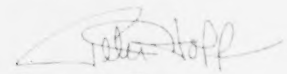
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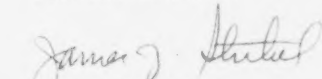
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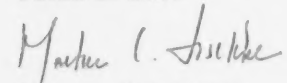
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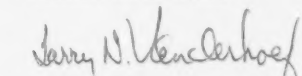
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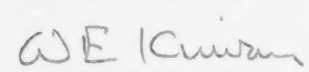
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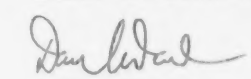
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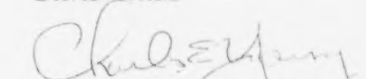
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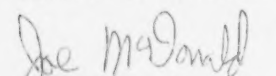
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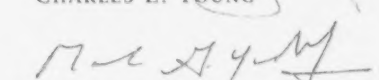
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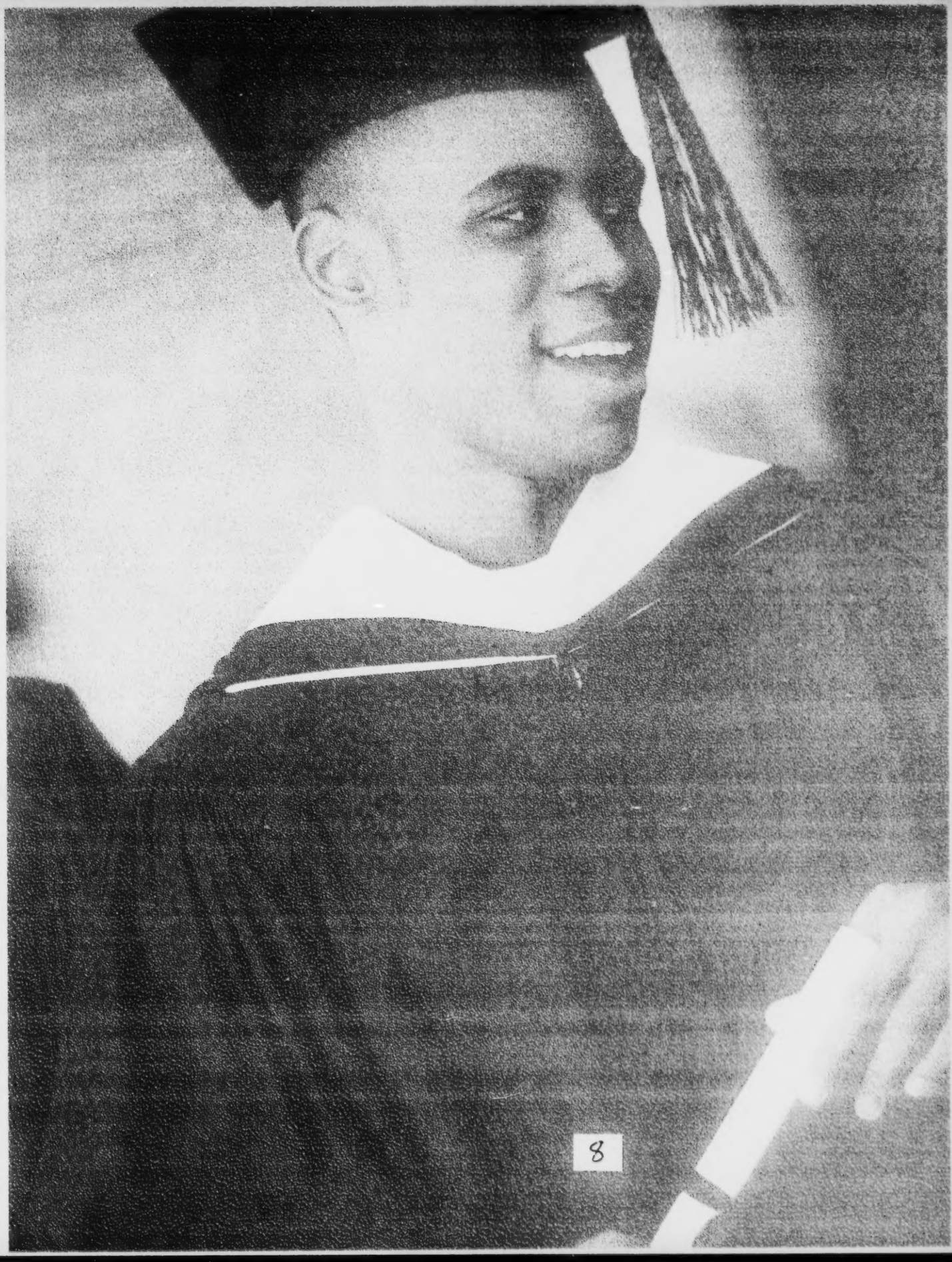
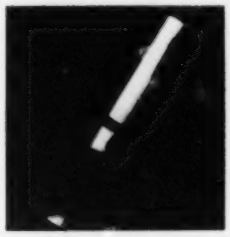




EXECUTIVE SUMMARY

WE ISSUE THIS FINAL LETTER with some sense of urgency and concern. Our message is not private pleading from a special interest group, but rather the public expression of our conviction that if this nation is to succeed in a new century, the covenant between our institutions and the public they serve must be renewed and again made binding.

A New Era and a Different World

Today, the promise of American public higher education must be made whole in a new era and a completely different world. The great international, economic, technological, and geo-political forces reshaping the world are hardly by-passing higher education. We find new publics appearing at our doors—a more diverse pool of traditionally aged applicants, as well as more and more adults seeking learning opportunities throughout their lives. Yet the effects of growing financial inequality in society are reflected in concerns about access to our institutions. Furthermore, the lines demarcating disciplines are increasingly porous, and distinctions between secondary and undergraduate education are more difficult to discern. Simultaneously, we are overwhelmed by the surge of powerful new technologies—many the fruits of our own labs—that may erase the boundaries between the university and the nation, and indeed the world.

Above all, we discern an urge to "privatize" public institutions, reflecting an apparently growing public consensus that education is simply a commodity. Research, if it is thought of at all, is prized far more for its commercial promise than for its capacity to push back the boundaries of knowledge. States once provided the lion's share of institutional financing, while federal funds supported research and financial aid—and tuition, fees, and gifts rounded out the picture. Today, state support is uneven; federal support for basic research is often narrowly circumscribed; and institutions are encouraged to plan for growth through a variety of public/private partnerships.

The Covenant Today

What then, amidst these stresses and demands of our emerging new century, does the term "public university" mean today? The irreducible idea is that we exist to advance the common good. As a new millennium dawns, the fundamental challenge with which we struggle is how to reshape our historic agreement with the American people so that it fits the times that are emerging instead of the times that have passed.

Historically, the covenant between public universities and the American people has been grounded in wide access, excellent curricula, research of value to people and communities, and public governance and financing.

Access is an unfinished agenda. Severe racial, ethnic, and economic disparities characterize enrollment and graduation rates in American public higher education. One analysis, for example, reveals that by age 24, fully 48 percent of young men and women from high-income families have graduated

from college, compared to only 7 percent of low-income young adults.

Yet we have provided millions of men and women with the benefits of a first-rate education. We have been the intellectual force behind the economic development of many states and communities. Our institutions have helped fuel incredible increases in agricultural productivity in the United States and around the world. And we have provided the scientific base on which the nation's defense, diplomacy, and economic competitiveness have depended throughout the second half of the 20th century. We have served as the engines of discovery that have helped the people of the United States deal with the intractable problems of the past, and we will play the same role in the future.

What are the responsibilities of public higher education to the American people as the 21st century dawns?

A New Kind of Public Institution

This Commission's prior letters have provided reasonable responses to that broad question. If the recommendations in our prior reports are heeded, the shape of today's university will still be visible in a new century, but it will have been transformed in many ways, major and minor. It will truly be a new kind of public institution, one that is as much a first-rate student university as it is a first-rate research university, one that provides access to success to a much more diverse student population as easily as it reaches out to "engage" the larger community. Perhaps most significantly, this new university will be the engine of lifelong learning in the United States, because it will have reinvented its organizational structures and re-examined its cultural norms in pursuit of a learning society.

Renewing the Covenant

If this university of the future is to come into being, the Commission believes it is time for public higher education to recommit to the basic elements of *its* side of the bargain. We believe there are seven such elements. Thus for our part of the covenant, we commit to support:

- Educational opportunity that is genuinely equal because it provides access to success without regard to race, ethnicity, age, occupation, or economic background;
- Excellence in undergraduate, graduate, and professional curricula;
- Learning environments that meet the civic ends of public higher education by preparing students to lead and participate in a democratic society;
- Complex and broad-based agendas for discovery and graduate education that are informed by the latest scholarship and responsive to pressing public needs;
- Conscious efforts to bring the resources and expertise at our institutions to bear on community, state, national, and international problems in a coherent way;

- Systems and data that will allow us periodically to make an open accounting of our progress toward achieving our commitment to the public good; and

- Intensive, on-going monitoring of the progress of the Kellogg Commission's recommendations.

The Public's Responsibilities

The public also has responsibilities under our historic higher-education convenant. Acting through their representatives, the American people should meet their responsibilities by adding a Higher Education Millennial Partnership Act to the list of historic federal enactments that have so enriched the United States. The Millennial Partnership Act should breathe new life into that legacy by establishing as federal law the Information Age equivalent of the original land-grant enactment, either through direct appropriations, dedicated fees of one kind or another, or other mechanisms.

These new seed funds should be employed to help public universities create new partnerships with public schools to assist in the revitalization of K-12 education and to harness the power of new telecommunications technologies in the effort to create a genuine national learning society.

Federal tax policy should also encourage more private-sector partnerships with universities for joint research and educational activities undertaken in university-based research parks, as well as tax advantages for parents and students to save for educational expenses by making education savings accounts available for full- or part-time study throughout an individual's lifetime.

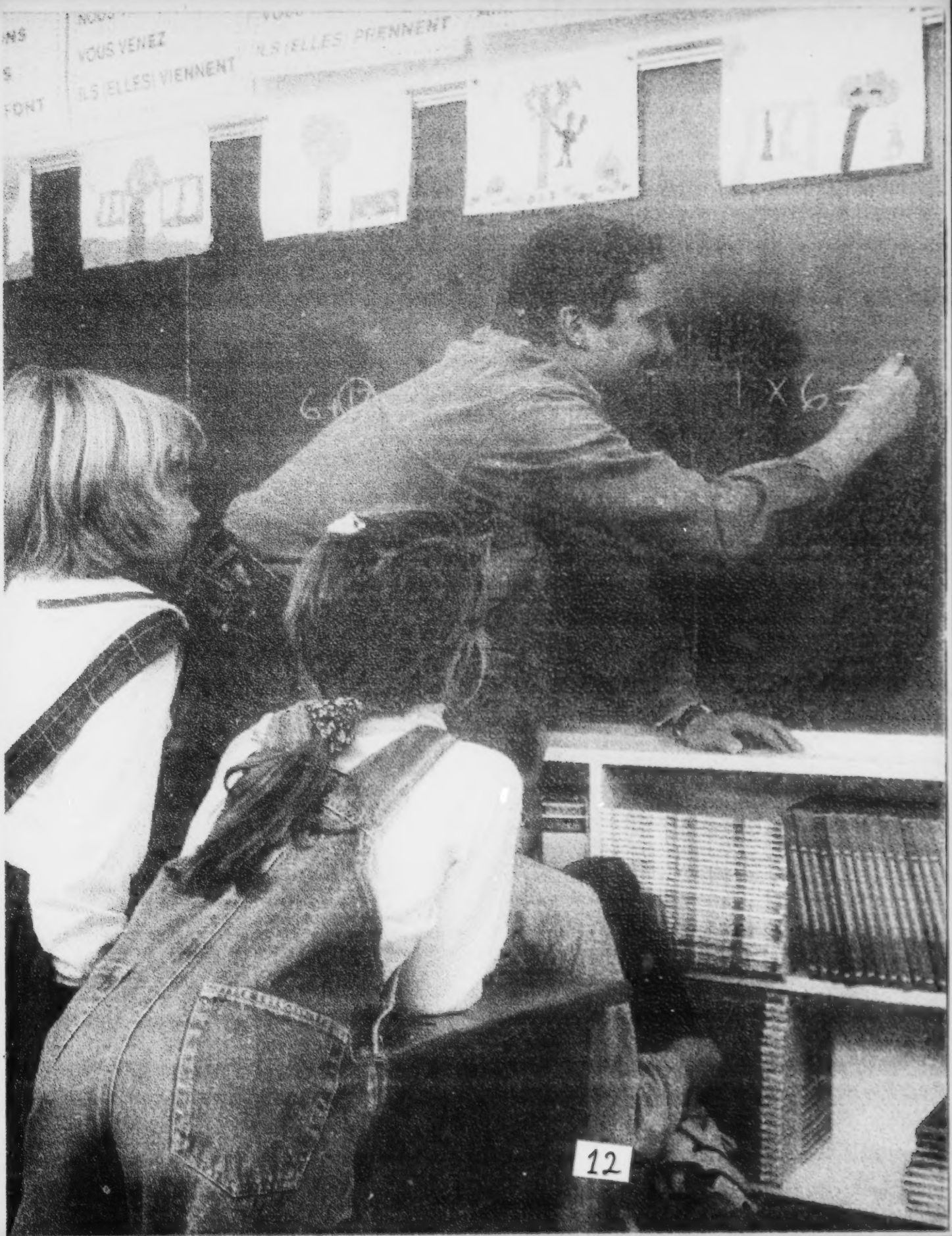
States, too, must play their role. Just as they have provided the lion's share of basic support in the past, they will have to provide the lion's share of support in the future. We also invite state leaders to understand that patronage and politics have no place in appointing governing boards or administrative leaders, because first-rate public institutions require first-rate leadership committed to the institutions' overarching goal of advancing the common good.

This Commission insists that no matter how hard our institutions strive to fulfill the commitments and responsibilities we have outlined, we cannot attain them without public support. The changes we are prepared to make in our institutions and their functioning reflect such a significant redirection of energies that adequate funding is essential to see us through.

The Public's Universities

We are confident the support will be forthcoming. The people of the United States continue to derive many benefits from the historic covenant, just as they did when President Lincoln declared that public higher education is "built on behalf of the people, who have invested in these public institutions their hopes, their support, and their confidence." To Lincoln, state universities were not simply public universities but, in every sense, the "public's universities."

The dawning of a new century is the right time to renew the covenant between our institutions and the public, the proper time to reclaim the heritage, and the ideal time to nourish the flame of the "public's universities" in American higher education.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PREFACE

THIS IS THE SIXTH and final report of the Kellogg Commission on the Future of State and Land-Grant Universities. It expresses the Commission's conviction that the covenant between the American people and their public colleges and universities must be renewed and strengthened.

In broad strokes, this letter describes the opportunities and challenges facing the United States and our institutions as a new millennium dawns. It describes the historic compact that provided access to a first-rate education for the sons and daughters of the American working class; produced research useful to states and communities; and ensured the stability of institutions devoted to the public good and the national interest.

With this letter, the Kellogg Commission recommits American public higher education to a new tri-partite mission of learning, discovery, and engagement in the public interest. We commit ourselves to educational opportunity that is genuinely equal; to excellence across the board in our curricula; to the civic purposes of higher learning; to complex and broad-based agendas for discovery, research, and graduate education; and to active engagement that brings the resources of our institutions to bear in a coherent way on community, state, national, and international problems. Finally, we commit ourselves to accountability that is public and effective, and we pledge to implement the agenda laid out by the Kellogg Commission in its first five reports.

In return, we ask the American people, through their elected state and national representatives, to breathe new life into the covenant by enacting the Information Age equivalent of the original land-grant legislation, a Higher Education Millennial Partnership Act. With the public's support, we will seek to revitalize K–12 education in partnership with our institutions; provide higher education with the telecommunications infrastructure essential to the nation's future; and support new agendas of research and discovery that address the pressing social, educational, economic, scientific and medical challenges of our time, at home and around the world.

The dawning of a new millennium is the perfect time to renew the educational commitment that has spawned so many of the intellectual, material and economic benefits enjoyed by the citizens of the United States. It is the right time to reclaim that heritage and, in doing so, to renew the faith of Justin Morrill and Abraham Lincoln, the fathers of American public higher education, that our institutions would truly be the "public's universities."

Graham Spanier

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Renewing the Covenant

Learning, Discovery, and Engagement in a New Age and Different World

WE ISSUE THIS FINAL LETTER with some sense of urgency and concern. This is the sixth report this Commission has produced in three years. Although the first five were directed to the leaders of American public higher education, this one is addressed to our friends in the larger community. We write to public officials and local opinion-shapers, to business leaders and philanthropists, to local service clubs and 4-H directors, to the non-profit world, volunteer organizations, and the faith community, to the men and women on Main Street and in rural America who are our graduates, and to those who have never attended college. And we address parents, whose children are their greatest treasure.

Our message is not a private pleading from a special interest group, but rather the public expression of our conviction that, if this nation is to succeed in a new century, the covenant between our institutions and the public they serve must be renewed and again made binding.[1]

Higher education is such a constant in American life, so imposing and reliable a force, that it is easy to overlook its many accomplishments. Public colleges and universities have promised many things to many people and delivered on most of them. Our institutions were created to build a better America. We have provided first-rate research to our neighborhoods, the nation, and the world. We have engaged with our communities, delivering service to our citizens and states at a remarkable rate. We have broadened and deepened access to affordable, high-quality education, and in doing so have brought the benefits of a college education to the broadest segment of people in the history of the world. Throughout the existence of our institutions, we have been a unique source of practical education, liberal learning, and lifelong opportunity—first for farmers and the builders of a growing nation, then for just about everyone else.

"I would have learning more widely disseminated," said Justin S. Morrill, the Vermont legislator and author of the land-grant movement, more accurately understood as the father of American public higher education. We have disseminated it.

Our institutions should be "the public's universities," in the words of Abraham Lincoln, one of the fathers of public higher education. They have been.

The ideals of Morrill and Lincoln beckon us still.

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1. By "our institutions" we mean not only land-grant colleges and universities but all public institutions of higher education sharing the land-grant commitment to engagement and service.

National Association of State Universities and Land-Grant Colleges

A New Era and Different World

But today those ideals must be achieved in a new era and a completely different world. The mission of our institutions has not changed, but the context in which we pursue it is in every way different. Just as surely as the dawn of the 20th century marked the American transition from agriculture to manufacturing, the 21st will usher in the full flowering of the information and telecommunications age.[2] If the era we are leaving behind was defined by national progress grounded in the physical sciences, a tendency to look toward Europe, and the powerful machines of the manufacturing age, the new age we are entering will almost surely be marked by diversity, marvels of biological science and medicine, a fully integrated global economy, progress dependent on the power of human intelligence, and an explosion in the use of information technology.

Although the full dimensions of this new age are impossible to define, its broad boundaries can readily be discerned. The great international economic, technological, and geopolitical forces reshaping the world are hardly by-passing higher education. We will not only lead new developments in globalization and technology, we will be reshaped by them. At the same time, we are finding new publics appearing at our doors—a more diverse pool of traditionally aged applicants, as well as more and more adults seeking learning opportunities throughout their lives. As new demands from non-traditional students accelerate, we will undoubtedly experience continuing pressure on the public sources of our finance and new demands for more efficient and accountable systems of governance. Because the emerging context is so new, everything about us is changing as well.

Although it was once easy to recognize the boundaries defining the university, the edges of today's public university are becoming increasingly blurred. Within the university, the lines demarcating disciplines are more and more permeable. The development and growth of Advanced Placement, dual enrollment, service learning and research collaboration are increasingly making distinctions between secondary and undergraduate education (and undergraduate and graduate) more difficult to discern.

At the boundaries between the university and community, we find growing financial inequality in society and corresponding inequality in access to higher education. We are living through a period of challenges to investment in all levels of education, from public schools through post-graduate programs. The paradox is that we simultaneously experience growing reliance on our institutions for social and economic mobility—and burgeoning demand for educational "credentials" of various sorts, which may or may not genuinely signify an education of value. Meanwhile, we are overwhelmed by the surge of powerful new technologies—many the fruits of

2. Here and elsewhere in this letter, the Commission is indebted to a paper on Justin Morrill and the history of American public higher education prepared by Commissioner Judith A. Ramaley, President of the University of Vermont, July 16, 1998.

our own laboratories—which are put forward as means of educating more people, more efficiently, almost without regard to utility, educational value, or experience with existing technologies.

At the same time, boundaries between the university and the nation, and indeed the world, are changing. Technology is rapidly reshaping concepts of "state" universities and even regional institutions within states. It was once possible to think of a public institution's "territory" as encompassing everything within a state, or everything within the circumference of a circle drawn around the central campus. But the development of the Internet, virtual universities, for-profit institutions with centers around the country, and the constant introduction of new technologies have changed all of that. While the logistical challenges are greater, it is now technically just as easy to deliver instruction on crop-management techniques to developing nations in Africa or Asia as it is to provide extension advice to local farmers. Inherited concepts of appropriate service and engagement need to be rethought.

In the midst of these changes, international education assumes new importance. With its honorable history of student exchange between sovereign nations, international education may in some way reinforce traditional notions of borders between nations. But in an era of global commerce, led by transnational corporations, borders are growing much more permeable, with diminished economic meaning. Concepts of international education must be re-examined in light of these new global realities.

Above all, we discern the urge to "privatize" public institutions. The traditional architecture of public finance for higher education is dramatically changed. States once provided the lion's share of institutional financing, while federal funds supported research and financial aid—and tuition, fees, and gifts rounded out the picture. Today, state support is uneven; federal support for basic research is often narrowly circumscribed; and institutions are encouraged to plan for growth through a variety of public/private partnerships.[3] With respect to tuition, conflicting forces are often at work. Some analysts and public officials encourage raising it; others insist on capping it, creating the unfortunate side effect that each additional dollar of student aid is marginally more valuable to institutions with rising tuitions than to those operating under tuition ceilings.[4,5]

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3. See *Challenges Facing higher Education at the Millennium* (Oryx Press: Phoenix, AZ, 1999), edited by Werner Z. Hirsch and Zuc E. Weber, for an illuminating series of essays on the future of the university in the United States and around the world.

4. See Table 325 of the Digest of Education Statistics, 1997, for an overview of the complex current-fund financing of public colleges and universities (tuition and fees; federal, state, and local government support; private gifts, grants, and contracts; endowment income; sales and services, including auxiliary enterprises and hospitals; and other sources of income) and how the relative contributions have changed since 1980. (National Center for Education Statistics, Digest of Education Statistics, 1997. Washington: U.S. Department of Education, 1998. NCES 98-015.)

5. A full discussion of the institutional dynamics associated with caps on tuition accompanied by increases in student aid can be found in several papers prepared by F. King Alexander of the University of Illinois at Urbana-Champaign.

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What is most troubling about all of these developments is that they reveal an apparently growing public consensus that education is simply another commodity, another market for consumers, in which students are customers. Research, if it is thought of at all, is prized far more for its commercial promise than its capacity to extend human capabilities or push back the boundaries of our knowledge and understanding.

This has been accompanied by a blurring of the differences between private and public higher education. Many private institutions describe their mission as providing access, research, and service, using language almost indistinguishable from that of public universities. While it is true that all higher education has multiple goals, private institutions can choose or not choose to carry out various activities or serve particular constituents; however, it is the fundamental, inescapable obligation of public higher education to provide broad student access, to conduct research, and to engage directly with society and its problems—all in the service of advancing the common good.

Private higher education benefits from substantial federal funds for both research and financial aid, while public universities are receiving a declining proportion of their support from their respective states. We find public institutions behaving more and more like private universities—replacing limited state sources of revenue with private dollars in the form of tuition increases, while mounting aggressive capital fundraising campaigns unprecedented in their scope and scale. At some indefinable point, these trends threaten the "public" character of our institutions because strategies focused on finances and market share, no matter how powerful, will never meet all public needs.

Hence, our growing concern. As the Chancellor of the University of California, Berkeley, Robert M. Berdahl, put it in a recent presentation:

> The legitimacy of the public university's claim as an instrument of progress in a democratic society hangs in balance on the question of access—and not only on access, but quality and purpose. Are we providing the broadest possible cross-section of America's population access to the best possible education? Are we excluding by any means anyone who has the right to be included? Are we serving society—with our research and by teaching people to serve as leaders and citizens? Are we thereby, in answer to all of these questions, meeting our highest obligation, clearly spelled out in our charge to fulfill the public trust?[6]

Challenging issues, all, raising the question, amidst the stresses and demands of a new age, of what it means to be a public university in a new century.

The Covenant Today

When we examine the historic covenant between public universities and the American people, several things stand out. First, we find the issue of access, quite explicitly access for the sons and daughters of the working classes. How well are we

6 Robert M. Berdahl, "The Public University in the 21st Century," address to the National Press Club, Washington, DC, June 2, 1999.

doing today? As the issue was defined above, are we excluding, in any way, anyone who should be brought into the fold? This Commission suspects that we are, not by design but by default and inattention. Instead of understanding that a university without boundaries presents as many opportunities as it does challenges, too frequently we have permitted long-standing boundaries to deter us.

When analysts review the data tracking the flow of students through the entire educational system, from pre-school through graduate and professional study, glaring racial, ethnic, and economic disparities practically jump off the page. One-quarter of the white students who enter kindergarten obtain a bachelor's degree, compared with just 12 percent of African-American and 10 percent of Latino students. Even more startling differences emerge when the data are examined by income. By age 24, fully 48 percent of young men and women from high-income families have graduated from college; among low-income young adults, the rate is only 7 percent—a glaring disparity.[7]

Thus, despite our progress, access remains an unfinished agenda.

The second part of the original covenant was an essential notion: Knowledge has consequences for individuals and utility for the larger society. The intent of the first advocates of American public education was to respond to society's needs by having universities extend the results of research to benefit individuals, communities, and states—originally in areas of agriculture, mining, and engineering. Gradually that charge expanded to span the whole spectrum of human knowledge. How well are we doing in this area of the covenant?

Here we can point to remarkable accomplishments. We have provided millions of men and women with the benefits of a first-rate education, and with the financial benefits the college-educated enjoy. We have been the intellectual force behind the economic development of many of our states and their communities. Our institutions have helped fuel incredible increases in agricultural productivity, in the United States and around the world. And we have provided the scientific base on which the nation's defense, diplomacy, and economic competitiveness have depended throughout the second half of the 20th century.

The essential distinction of public research universities has been to serve as the engines of discovery that have helped the people of the United States (and frequently the world) deal with the intractable problems before them. When those problems revolved around the agricultural, mining, and engineering needs of a growing nation, we were there. When they turned on science, the national interest, and hot and cold wars, we responded. When entire communities were left economically bereft as jobs moved or disappeared off-shore, the fruits of our research helped create a new high-technology economy. This is a distinguished record on which to stand. In many ways the utilitarian aspects of our programs have been our greatest

7. Kati Haycock, Presentation to the Danforth Forum for the American School Superintendent, Chicago, Illinois, July 9, 1998.

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glory. But our work is not complete.

The obstinate problems of today and tomorrow in our nation and world—poverty, family and community breakdown, restricted access to health care, hunger, over-population, global warming and other assaults on the natural environment—must be addressed by our universities if society is to have any chance at all of solving them.

The third leg of our pact is the overarching public nature of our mission, programs, and governance. Whether we are land-grant institutions under terms of the original Morrill Act in 1862, historically black land-grant institutions provided for in the Second Morrill Act in 1890, tribal land-grant colleges, or public institutions with no land-grant designation, our institutions have one thing in common: Each of us is publicly created, publicly supported, and governed by public bodies for public purposes.

Our mission is a mindset as much as a program. The irreducible idea is that we exist to advance the common good. As a new millennium dawns, the fundamental challenge with which we struggle daily is how to renew this historic agreement so that it fits the times that are emerging instead of the times that have passed. How should we advance access? How can we maintain an education that is both liberal and practical, with benefits apparent to both students and the larger society? And how do we distinguish the public nature of our work from the varied and valuable contributions of other postsecondary institutions? In sum, what are the responsibilities of public higher education to the American people as the 21st century dawns?

A New Kind of Public Institution

This Commission's prior letters have provided reasonable responses to that broad question. In its first report, the Commission addressed the student experience, calling on our institutions to revitalize partnerships with elementary and secondary schools, to strengthen the undergraduate experience, and to take a more comprehensive approach to the academic and personal development of students. Then, we turned our attention to access, calling for meaningful "access to success," more attention to the needs of non-traditional students, closer partnerships with secondary schools, the validation of admissions requirements, and support for inclusiveness and diversity.

Next we took up the question of "engagement," arguing for transforming the traditional emphasis on service into active engagement, encouraging more interdisciplinary scholarship, and calling for greater faculty involvement with their surrounding communities. Our fourth and fifth letters addressed the learning society and campus culture. The first of these called for making lifelong learning a major part of core institutional missions and creating new kinds of learning environments to meet new needs. It noted the need for public investment to develop the intellectual capital that is the foundation of our economy in the information age, and highlighted the need for both federal and state governments to increase their support of public higher education. The second argued that many cultures, academic and non-academic, co-exist on campus.

It suggested that institutions find ways to foster a dual commitment among campus constituencies, acknowledging that individuals will remain loyal to their particular educational, scholarly, or administrative responsibilities, but urging that they also develop allegiance to the broader goals of the overall institution. It also urged that they position themselves as great "student" universities, just as they may be great "research" institutions.

If those messages are heeded, the shape of today's university will still be visible in the information age of the new century, but it will have been transformed in many ways, major and minor.

Renewing the Covenant: Learning, Discovery, and Engagement

If this university of the future is to come into being, this Commission believes it is time for public higher education to publicly renew its commitment to the basic elements of its side of the bargain. Although the Commission cannot speak for all in public higher education, we believe the community will support what we outline below.

We want, first, to reaffirm the covenant, a partnership between the American people and public higher education. Our side of the pact includes providing access to as much education as possible, for as many students as possible, regardless of their ethnicity, economic background, age, occupation, or station in life. It includes applying research, our discovery function, to community, state, national, and international problems. And it most certainly includes providing students an education of the highest quality, one that is useful and enduring, drawing on the scholarship of the past while providing skills for the future.

In return for our institutions' commitment to meet society's needs, the general public (including the governments elected to act in its name) should recognize and reaffirm *its* responsibilities to provide the resources essential to carry out our mission of learning, discovery and engagement. We detail the kinds of public support we believe are crucial below (Page 12), but before we do that we want to explain in more depth why we believe the term "learning, discovery and engagement" more accurately describes our responsibilities in the 21st century than the classic formulation "research, teaching, and service."

By learning, we mean replacing passive modes of instruction that rely on students' acceptance of material from teachers with a more active process in which students and faculty take responsibility for their own intellectual growth, drawing from the richness and diversity available on any major university campus. And by "students," we mean learners throughout their lifetimes. Faculty, in this conception, change from being the source of all knowledge, "the sage on the stage," to mentors helping lead students toward new understanding, "the guide on the side."

We understand discovery to be research, scholarship, and creative activity that reveal new knowledge, integrate it into existing bodies of disciplinary work, cross-pollinate disciplines, and possibly create something entirely new.

By engagement, we refer to a redesign of basic university functions so the institution becomes even more productively involved with communities, however community is defined. Going well beyond most conceptions of public service, which emphasize a one-way transfer of university expertise to the public, the engagement ideal envisions new public/university partnerships defined by mutual respect for what each partner brings to the table.

Our Commitments

In pursuit of that agenda, this Commission has framed seven commitments it believes public higher education must make. For our part of the covenant, we commit to support:

- Educational opportunity that is genuinely equal because it provides access to success without regard to race, ethnicity, age, occupation, or economic background;
- Excellence in undergraduate, graduate, and professional curricula, continuing the public tradition of liberal and practical learning, preparing graduates for both their immediate and long-term futures;
- Learning environments that meet the civic ends of public higher education by preparing students to lead and participate in a democratic society;
- Complex and broad-based agendas for discovery and graduate education that are informed by the latest scholarship and responsive to pressing public needs;
- Conscious efforts to organize the resources and expertise at our institutions to bring them to bear in a coherent way on community, state, national, and international problems;
- Systems and data that will allow us periodically to make an open accounting of our progress toward achieving our commitment to the public good; and
- Intensive, on-going monitoring of the progress and implementation of the Kellogg Commission's recommendations.

Equal Opportunity. A just society cannot ignore the inequities in educational opportunity outlined earlier in this letter. No matter the causes of this situation, remedies must be found. Great public universities cannot alone solve these problems, but they have an obligation to lead. We commit our energies to solving the problem—and here the fact that our institutions are rapidly becoming universities without boundaries can be turned fully to the advantage of the larger society.

Working as partners with elementary and secondary school leaders, we will help improve student preparation for college; we will be forthright about the preparation that is required for success once enrolled; and we will strongly support the public-school reform movements under way across the country. As part of this reform effort, we will revisit professional-development programs in our schools

and colleges of education, and university wide, to ensure that the schoolteachers and administrators we turn out are prepared to support new approaches to learning.

We will also develop new partnerships with community colleges and other public and private four-year institutions to make real the promise of equal opportunity for students of all ages and backgrounds. Our intent is three-fold. We want to guarantee all qualified students, whatever their age and wherever they live, access to the benefits of a college education—either at a major public research university, another four-year public institution, or a tribal or community college. We want to ensure that the transition between and among two- and four-year institutions is as seamless as possible. And we are determined not to unnecessarily duplicate educational capacity existing in private institutions. In fact, we are committed to collaborating with private colleges and universities, both two- and four-year, where they stand ready to join us in advancing the public good.

Finally, we will employ the latest technologies and "distance-learning" techniques to make sure that students who are isolated, home-bound, or tied down by obligations to families or employers, can pursue the dream of a college education, and have access to lifelong learning for personal enrichment and career development.

Our goal is ambitious but unambiguous: to ensure that public-university enrollments in the coming century reflect the rich and diverse range of all the people of the United States, and all of their talents and challenges.

Excellence in Curricula. In weighing how to promote access to education, Justin Morrill stated that the purpose of his legislation "was to promote the liberal and practical education of the industrial classes in the several pursuits and professions of life." This complex aspiration has spawned a debate that lingers to this day, a tension between liberal learning and technical education. The Commission believes that liberal learning helps prepare students to be better thinkers, better communicators, and more ethical and civic-minded members of the community. As a practical matter, the undergraduate years are the only period in the learning process when academic breadth shares pride of place with depth. Beyond the bachelor's degree, the demands for scholarly and career specialization dominate graduate, professional, and continuing education.

Even if we believe the central purpose of the university is to assist individuals and communities to apply knowledge to the problems of their everyday personal and community lives, it follows that the arts and humanities form an essential core in every university. In all public institutions (and perhaps especially in land-grant institutions), with their special duty to serve society, it is as important to maintain the perspectives of the liberal arts as a basis for responsible action as it is to provide excellent technical education.

Our goal, then, is to ensure that our graduates are prepared to make their way in the world immediately and also are armed with an education equipping them for life.

Civic and Democratic Life. Engagement with the nation's civic life is an essential part of a healthy democracy. Yet many Americans have turned their backs on public affairs and public service. Presidents and Congresses in recent years have been put in office by the votes of one-quarter or even fewer of the eligible voters. Our institutions, with their historic commitment to advance the common good, can be part of the solution. They have many assets on which to draw—political awareness on campus, interest in preparing students for active citizenship, commitment to developing knowledge to improve communities and society, and renewed efforts to reflect and act on the public dimensions of our educational work. We believe that our institutions serve not only as agents of this democracy, but also as its architects—providing bridges between the aims and aspirations of individuals and the public work of the larger world.[8]

To that end, we commit our institutions to wide-ranging examinations of our civic and democratic purposes through curricula and extracurricular activities, socially engaged scholarship, civic partnerships, and community-based learning and research. We will not consider our institutions successful unless they prepare students for active participation and leadership in democratic life.

Discovery and Graduate Education. Discovery is closely related to what we typically call "research." It involves expanding the store of knowledge in a scholar's field of study, but it also involves more. Discovery does not merely accumulate information, it reorders thought. It encompasses the commitment to knowledge for its own sake, nurtures a climate of intellectual freedom, and provides sustenance for the curiosity to follow where inquiry leads.

With regard to agendas for discovery, the days in which Vannevar Bush could issue proclamations about the endless frontier of science and have them funded are long past.[9] The university of the future needs a new compact, one that balances the need for original and creative work by scholars in areas of their choosing, with broad agendas based on informed judgments of research promise and national and social need.[10]

In remolding "research agendas" into "discovery agendas," graduate education will be reshaped as well. Our institutions need to develop students at the doctoral and post-doctoral level who are equipped not only to deal with the challenges of a new century from their disciplinary perspective, but who also are prepared to serve in universities reshaped around learning, discovery, and engagement. The disciplinary base of each graduate student's curriculum and program of

8. Harry Boyte and Elizabeth Hollander, *Wingspread Declaration on Renewing the Civic Mission of the American Research University.* (Racine, Wisconsin: The Johnson Foundation, 1999.)

9. MIT scientist Vannevar Bush served as a science advisor to President Franklin D. Roosevelt during World War II, and his 1945 report to the White House, "Science—The Endless Frontier" spurred creation of public support for university scientific research.

10. For an extended discussion of this new paradigm of science policy, see: Donald E. Stokes, *Pasteur's Quadrant: Basic Science and Technological Innovation* (Washington: The Brookings Institution Press, 1997.)

studies requires attention; so, too, does the preparation provided to them if they are to function well as faculty members, researchers, and graduate mentors in their own right in the university of the future.

Engagement. One of this Commission's earlier reports spoke of the need to move beyond outreach and public service to a new conception of "engagement" with the community (however defined), new ways of moving the university's expertise and resources off campus and, at the same time, receiving input and expertise from the community (however defined) in ways that served both institutional and community needs.[11]

We commit our institutions to putting in place the seven-part test of engagement (based on concepts developed at the University of California, Davis) incorporated into that document. Are we responsive and listening to our communities? Do we demonstrate our respect for our partners by engaging them in a joint activity to define problems and think about solutions? Can we maintain our academic neutrality so as to act as an honest broker and facilitator in areas that are socially, economically, or politically contentious? How much effort have we put into making sure that our complex and confusing institutions are accessible to outsiders? Can we find new ways of integrating our scholarship and learning missions with the engagement process? Are our engagement efforts well enough coordinated that the left hand knows what the right is doing? Finally, have we developed sufficient resources to become fully engaged institutions?

Accountability. We also commit ourselves to a system of public accountability that will measure our progress toward these commitments in a way that permits our various publics to understand how well we are doing.

Our intent is to work with the National Association of State Universities and Land-Grant Colleges and other national groups to develop detailed measures of institutional performance derived from the values of public institutions. This effort will include such measures as:

- Access to our programs and services;
- Availability of programs that will serve students' immediate goals as well as sustain them over a lifetime;
- Discovery and research agendas that are both basic and applied, theoretical and developmental, initiated by investigators and defined by users;
- Meaningful engagement with communities;
- Effective and efficient use of resources in adding educational value to the many publics we serve; and
- Public governance and support.

11. *Returning to Our Roots: The Engaged Institution.*

Our goal in accountability is to clearly demonstrate to the American people that our institutions exist to serve the public good.

Implementation of Kellogg Commission Recommendations. As part of that accountability effort, the Kellogg Commission is pleased to announce an ongoing effort to implement the Commission's principal recommendations. Of the 30 major recommendations in the Commission's first five reports, none can be implemented by administrative fiat. All require campus-wide and inter-institutional collaboration.

To advance that collaboration, the National Association of State Universities and Land-Grant Colleges will partner with other organizations, such as the National Consortium for Continuous Improvement, on a wide-ranging implementation process that will:[12]

- Document and share best practices and case studies among universities;
- Develop guidelines, in print and electronically, that will include planning and implementation models, processes for determining progress indicators, and templates for action plans;
- Work with established NASULGC Commissions and Councils to develop annual working conferences and other sessions to bring campus implementation leaders together to assess progress and define next steps;
- Develop a list of other resources, including consultants, on which universities can call as they design their implementation efforts; and
- Periodically report progress to the NASULGC Council of Presidents and the general membership at the association's annual meetings.

The Kellogg Commission has always understood its role as outlining an agenda and pointing the way ahead. Implementation of the Commission's recommendations rests properly with the national association, member institutions, and related groups.

The Public's Responsibilities

The covenant between the American people and public colleges and universities has always mandated responsibilities for the body politic, as well. This Commission believes that the new century and the many challenges we outlined earlier make this the ideal time for the American people to renew, symbolically and substantively, the nation's commitment to public higher education.

Acting through their representatives, the public should meet its responsibilities by adding a Higher Education Millennial Partnership Act to the list of historic federal enactments that have so enriched the United States. That list includes the Morrill Act of 1862 creating the original land-grant institutions; the Hatch Act of 1887, providing for agricultural experiment stations; the Second Morrill Act of

12. NCCI, an organization sponsored by the American Association for Higher Education, the American Council on Education, the National Association of College and University Business Officers and others, aims to assist continuous improvement in higher education through strategic planning, communication, assessment, and process improvement.

1890 designating 17 historically black colleges and universities as land-grant institutions; the 1914 Smith-Lever Act providing for cooperative extension; the "G.I. Bills" that put so many veterans through college; the Higher Education Act of 1965 and its successors providing federal student aid; and the Elementary and Secondary Reauthorization Act of 1994 designating 29 Native American colleges as land-grant institutions.

The Millennial Partnership Act should breathe new life into that legacy by establishing as federal law the Information Age equivalent of the original land-grant enactment (see table, below). This legislation should aim to restore public funding (federal and state) for higher education to the

A Legislative Framework for New Covenant for the 21st Century

STAKEHOLDER	*EXISTING COVENANT*	*COVENANT FOR THE 21ST CENTURY*
FEDERAL	Seed funds from sale of the public's lands to establish public universities.	Support to enable public universities to attain the technological infrastructure needed for advanced information-technology operations.
	Support for basic research.	Support for discoveries and new policy encouraging private investment in university-based research and research parks.
	Support for student aid.	Tax policy establishing educational savings accounts, available throughout a student's lifetime.
STATE	Establish public universities.	Provide continuing support and create partnerships with public institutions to engage with public needs.
	Provide basic financial support.	Commit to strengthen academic governance through appointment process for boards and presidents.
	Commitment to low tuition.	Leadership to maintain affordable access, respond to challenges of globalization.
UNIVERSITY	Teaching, Research, and Service.	Learning, Discovery, and Engagement.
	Access for the sons and daughters of low-income and working families.	Access for the full diversity of America and lifelong learning contracts with students.
	Research and services focused on agriculture and mining challenges of the time.	Discovery and engagement focused on pressing educational, social, economic, scientific, and medical challenges of our times.

high-water marks of the 1980s.

Lawmakers have many options from which to choose, ranging from direct appropriations to tax credits to other creative financing methods. Congress wisely required telecommunications companies to wire public schools in return for access to the public's airwaves. Congress could build on that precedent by finding creative means to support public universities' Information Age needs, ensuring that they have the technological infrastructure needed for advanced information-technology operations so that they can meet their obligations to students, discovery, and public needs.

New funds should be employed for two purposes. First, they should be used to help public universities create new partnerships with public schools to assist in the revitalization of K–12 education. Earlier in this letter, we spoke of the need to correct inequities in educational opportunity and improve our own professional-development programs for public-school teachers and administrators. The general public needs to act as our partners in that effort, becoming our allies in equalizing access while insisting that we improve our performance in preparing teachers and administrators.

Next, the seed funds should be employed to harness the power of new telecommunications technologies to create a genuine national learning society. One of our earlier reports spoke of the need to employ new technologies to transform the notion of access, speed the generation and diffusion of knowledge, transcend the dimensions of time and space, accelerate economic development, and connect our institutions with their communities, states, and the rest of the world. Greater public support is needed if we are to create such a learning society.

Next, we suggest that, in addition to supporting basic discovery, federal policy support research-and-development tax credits that encourage business and industry to conduct joint research and educational activities, especially in university-based research parks.[13] The Commission understands that public stakeholders these days value applied research and development as much, if not more, than basic research. Even as we note this, we must stress that basic scholarship is the seed corn of development. The federal role in supporting basic discovery must be maintained at the same time as applied scholarship on the part of society and industry is encouraged through joint ventures of various kinds, supported by tax policy.

Finally, it really is time that federal student-aid policy adapt to the current demographic realities of postsecondary education. Students increasingly drop in and out of college; they return in mid-life and mid-career to refresh their intellectual energies and refurbish their skills; not infrequently, they discover that their original career is not the one at which they want to spend the rest of their lives, and they turn to us for advice and assistance. Yet despite improvements in recent years, most federal aid is designed and administered with full-time 18–24-year-old students in mind.

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13. For a discussion of these ideas, see James J. Duderstadt, "Back to the Future: The Changing Contract Between the University and the Nation," University of Michigan, Ann Arbor, September 1, 1999.

The Commission believes that aid should be available for part-time study, and it should be available throughout a student's lifetime. Moreover, we think that parents (and students) should be provided with tax-advantaged opportunities to save for educational expenses and that these savings also should be available throughout students' lifetimes. Our institutions need this policy infrastructure if we are to make good on the commitments to access and lifetime learning outlined in this document.

States, too, must play their role. Just as they have provided the lion's share of basic support in the past, they will have to provide the lion's share of support in the future. We invite state leaders to join with us in defining the new engagement agenda we seek with the public. We ask them also to understand that great public institutions cannot provide the intellectual and economic leadership states need if the appointment process for governing boards and senior administrative leaders is riddled with politics and patronage. First-rate institutions require first-rate leadership.

Finally, we ask state officials to expand their past commitment to maintaining low-cost tuition. We face new difficulties in maintaining affordable access for all and helping our institutions respond to the challenges and opportunities accompanying globalization. If tuition must rise, state financial aid must rise as well. And, if we are to prepare our students for the future, they must be introduced to students from other cultures; they should be encouraged to study the language, customs, and culture of other nations; many more should be encouraged to live and study abroad.

In an increasingly interdependent world, the public must stand by us when some question the wisdom of enrolling students from afar or of studying other societies, cultures, and economies. In fact, the states that ensure they have access to people and knowledge from around the United States and the world will enjoy a competitive edge in the emerging global economy over states that erect a wall around their campuses.

As public institutions, we cannot survive as institutions committed to the greatest good for the greatest number if our funding constrains us to serving the interests of a few, no matter how talented. Equally clearly, we cannot lay claim to greater public investment unless we serve public purposes in the broadest sense, and are perceived to be serving them. Having made the commitments described in this document, we must stress that no matter how hard our institutions strive to attain them, we cannot achieve them without solid, continuing public support. The changes we are prepared to make in our institutions reflect such a significant redirection of energies that adequate funding must be there to see us through.

The Public's Universities

We are confident that the citizens of America support our goals. Speaking before a national meeting of higher-education leaders last year, Alan Greenspan, Chairman of the Board of Governors of the Federal Reserve, eloquently described the contributions

American higher education has made to the nation's progress.[14] The share of the nation's output that is conceptual has accelerated, he reported, spawning remarkable alterations in how we and the rest of the world live. He added:

> "America's reputation as the world's leader in higher education is grounded in the ability of these versatile institutions, taken together, to serve the practical needs of the economy and, more significantly, to unleash the creative thinking that moves our society forward. In a global environment in which prospects for economic growth depend importantly on a country's capacity to develop and apply new technologies, the research facilities of our universities are envied throughout the world . . . . If we are to remain preeminent in transforming knowledge into economic value, America's system of higher education must remain the world's leader in generating scientific and technological breakthroughs and in meeting the challenge to educate workers."

As Greenspan's comments make clear, the people of the United States derive many benefits from the covenant between themselves and American public higher education. It is as true today as it was when President Lincoln first declared that public higher education is "built on behalf of the people, who have invested in these public institutions their hopes, their support, and their confidence." To Lincoln, state universities were not simply public universities but, in every sense, the "public's universities."

The Kellogg Commission on the Future of State and Land-Grant Universities completes its work by observing that the dawn of a new century is the right time to renew the historic covenant between our institutions and the American people. It is the proper time to reclaim our heritage. It is the ideal time to keep the concept of the "public's universities" alive and thriving in American higher education.

14. Alan Greenspan, "Remarks at the 81st Annual Meeting of the American Council on Education," Washington, D.C., February 16, 1999.

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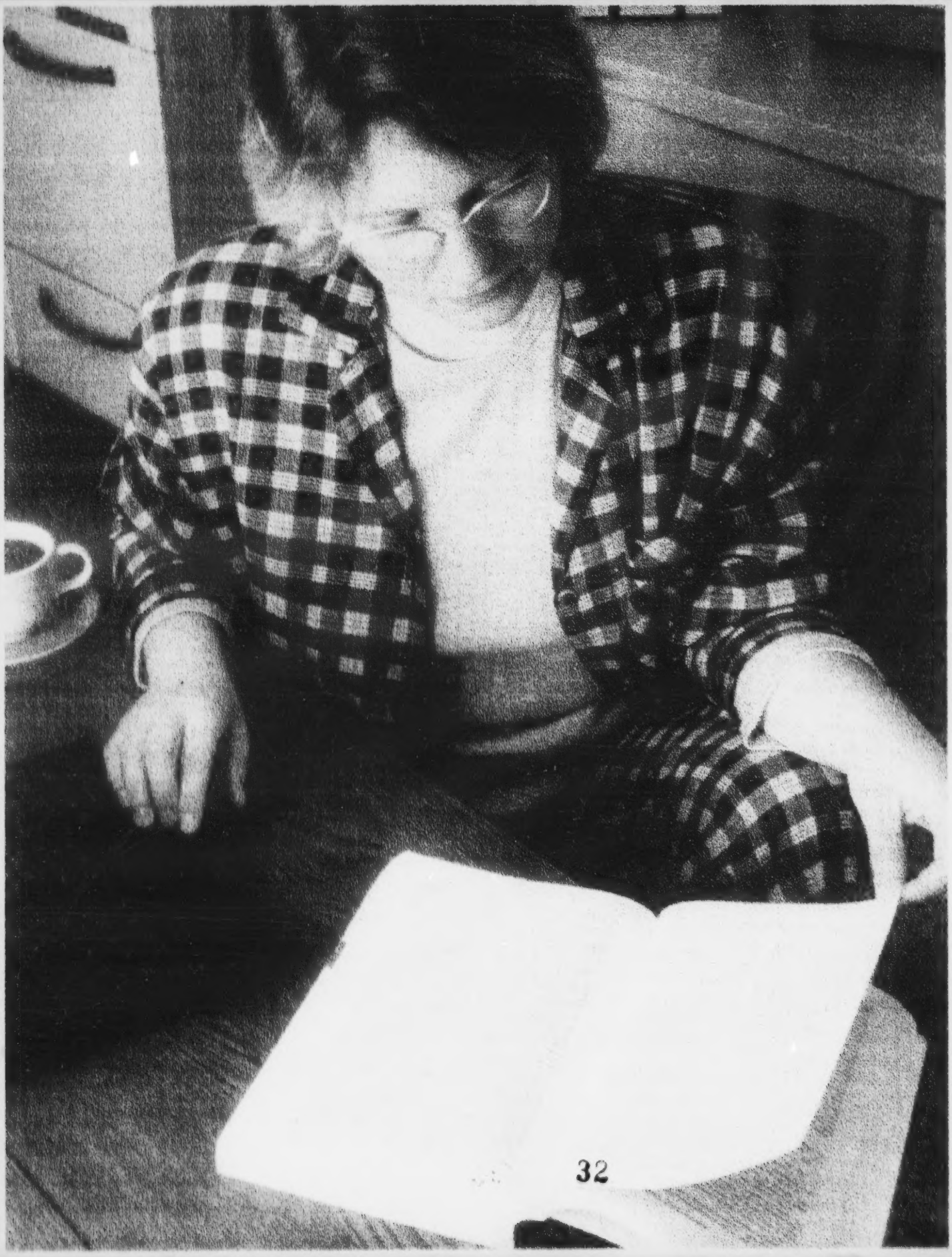

APPENDIX **ACKNOWLEDGMENTS**

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